

DROYLSDEN



URBAN DISTRICT COUNCIL.

Annual Report

OF THE

Medical Officer of Health.

1923.

URBAN DISTRICT OF DROYLSDEN

Area, 1,009 acres.

Population—

At Census, 1911	13,259
At Census, 1921	13,878
At middle of 1923	14,170

Number of Inhabited Houses—

At Census, 1911	2,992
Average number of persons per house	4.43
At Census, 1921	3,150
Average number of persons per house	4.41
At middle of 1923	3,273
Average number of persons per house	4.33
Birth Rate for 1923	20.7
Death Rate for 1923	13.1
General District Rate, 1923-24.....	6/9 in the £
Poor Rate, 1923-24	9/- in the £
Rateable Value, 1923-24	£55,895
Sum represented by a Penny Rate	£206

Annual Report of the Medical Officer of Health for 1923.

(ORDINARY REPORT).

TO THE CHAIRMAN AND MEMBERS OF THE DROYLSDEN URBAN DISTRICT COUNCIL.

Gentlemen,

I beg to submit to you the Annual Report of the Medical Officer of Health as to the health and sanitary condition of the district for the year 1923.

Owing to the death of your late Medical Officer of Health, Dr. F. G. Pell-Ilderton, M.B., Ch.B., which took place on March 9th, 1924, the compilation of this Report has fallen upon Mr. Frank Schofield, A.R. San. I., Sanitary Inspector to the Council, who was associated with the late officer in the work of the Health Department during the year under review.

VITAL STATISTICS.

Birth Rate.

During the year the births of 294 infants (139 males and 155 females) were registered. Of these births, 3 males and 4 females were illegitimate.

Taking the population at 14,170, the birth-rate for the year is 20.7 per 1,000, as compared with 20.3 per 1,000 last year, or an increased birth-rate of 0.4 per 1,000.

The mean birth-rate of the 10 years, 1913 to 1922 was 20.9 per 1,000.

Death Rate.

During the year the deaths of 187 persons (95 males and 92 females) were registered.

This gives a death-rate of 13.1 per 1,000, as compared with 10.8 per 1,000 last year.

The mean death-rate of the 10 years, 1913-1922, was 13.8 per 1,000.

The number of women dying in, or in consequence of child-birth were as follows:—From Sepsis, 1; from other causes, 1.

The above deaths include those of 32 children under one year of age, 4 of these children being of illegitimate birth.

Measured in proportion to the recorded births, this gives an infantile mortality of 108 per 1,000 births, as compared with 82 last year.

The mean rate of deaths under one year to 1,000 births during the 10 years 1913-1922 was 93.

Diseases of the respiratory organs, such as bronchitis and pneumonia, caused 45 deaths, or 24 per cent. of the total deaths, as compared with 19 per cent. in 1922 and 21 per cent. in 1921.

All tubercular diseases caused 11 deaths, or 5.9 per cent. of the total deaths, as compared with 11.6 per cent. in 1922, and 8.4 per cent. in 1921.

Nine of these deaths were caused by phthisis, which gives a phthisis death-rate of 0.63 as compared with 0.84 in 1922.

Diseases of the zymotic or infectious class caused ten deaths.

The epidemic death-rate for the year is 0.7 as compared with 0.28 in 1922.

The following table shows the number of deaths from the chief zymotic diseases during the last ten years:—

VITAL STATISTICS OF WHOLE DISTRICT DURING 1923
AND PREVIOUS YEARS.

		BIRTHS.		Under 1 Year		At all Ages.	
				Number.	Rate.	Number.	Rate.
YEAR.	Population Estimated to middle of each Year.	Un- corrected No.	4	3	5	10	11
1	2						
1914	13900	329	331	23.8	40	120.8	199
1915	13329	313	315	23.6	41	130	227
1916	{ 12951	{ 14091	277	19.6	27	97	192
1917	{ 12701	{ 14158	250	17.6	19	76	176
1918	{ 12727	{ 14260	239	16.7	16	66	214
1919	{ 13122	{ 13669	244	17.8	19	77	183
1920	{ 13645	{ 14150	338	24.7	26	76	157
1921	14150	14220	336	23.7	30	89	165
1922	14220		290	20.3	24	82	154
1923	14170		294	20.7	32	108	187

Causes of Death.	Males	Females.
Measles	1	0
Whooping Cough	2	1
Diphtheria	0	1
Influenza	2	3
Encephalitis Lethargica	1	0
Tuberculosis of Respiratory System	5	4
Other tubercular diseases	0	2
Cancer, Malignant disease	6	8
Diabetes	2	3
Cerebral Hæmorrhage, etc.	5	5
Heart Disease	17	16
Arteria Sclerosis	1	4
Bronchitis	9	6
Pneumonia (all forms)	12	8
Other respiratory diseases	1	0
Diarrhœa, etc. (under two years)	0	2
Cirrhosis of liver	2	0
Puerperal Sepsis	0	1
Other accidents and diseases of Pregnancy and Parturition	0	1
Acute and chronic Nephritis	2	3
Congenital debility and malformation, and premature birth	12	5
Suicide	0	1
Other deaths from violence	3	1
Other defined diseases	12	17
	—	—
	95	92
	—	—
Total	187	
Deaths of Infants under 1 year of age	22	14
Total	36	

NOTIFIABLE DISEASES.

Cases Removed to Hospital:—Scarlet Fever. 16; Diphtheria, 3.

Death in Hospital :—Diphtheria, 1.

Scarlet Fever continues to be generally of an exceptionally mild type.

No schools were closed during the year on account of infectious disease.

The following table shows the number of cases of infectious disease notified during the last ten years:—

	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923
Smallpox	0	0	0	0	0	0	0	0	0	0
Diphtheria	9	8	9	13	6	2	12	9	7	6
Erysipelas	14	14	10	7	15	18	7	10	17	4
Scarlet Fever ...	81	50	19	13	24	24	26	75	96	47
Enteric Fever...	5	26	4	1	1	1	1	1	0	0
Puerperal Fever	2	2	1	3	3	0	3	0	2	3
Poliomyelitis ...	1	0	0	1	0	0	0	0	1	0
Encephalitis										
Lethargica...	—	—	—	—	—	—	—	1	1	1
Pulmonary										
Tuberculosis.	41	47	43	47	39	33	27	17	15	20
Other Forms of										
Tuberculosis.	22	21	23	27	10	5	14	8	9	16
Pneumonia	—	—	—	—	—	38	35	37	32	61
Ophthalmia										
Neonatorum...	1	2	6	6	11	8	8	2	2	2
Malaria	—	—	—	—	—	24	8	3	2	0
Dysentery	—	—	—	—	—	—	1	—	—	—
Measles	—	—	118	231	63	116	—	—	—	—
Chicken Pox	—	—	—	—	—	—	—	—	13	—
	—	—	—	—	—	—	—	—	—	—
Totals...176	176	170	233	349	172	269	142	163	197	160
	—	—	—	—	—	—	—	—	—	—

The notification of Tuberculosis in the district is carried out in a prompt and efficient manner, and in all cases of death from Tuberculosis the deceased persons had been previously notified to be suffering from the disease.

The following Report on Tuberculosis has been received from Dr. J. L. Stewart, M.A., M.B., D.P.H., Consultant Tuberculosis Officer:—

URBAN DISTRICT OF DROYLSDEN.

REPORT OF TUBERCULOSIS OFFICER FOR THE YEAR 1923.

During the year 1923, thirty-four notifications of patients suffering from Tuberculosis were received. Of these, twenty were notified as suffering from Tuberculosis of the lungs, and fourteen from non-pulmonary Tuberculosis.

Of the twenty pulmonary cases, eight were found to have tubercle bacilli in the sputum, two were negative, and in ten cases there was no sputum for examination.

The fourteen non-pulmonary cases are classified as follows:—according to the localization of the disease:—

Glands	5	Ribs	1
Knee	1	Hip	1
Finger	1	Hand	1
Abdomen	4		

Two of the notified pulmonary cases died during the year. Of the non-pulmonary cases, one died during the year.

Twenty-two of the notified cases applied for treatment. In the remaining twelve cases, no application was made for various special reasons, e.g., diagnosis not confirmed after examination, and patient in institution.

Of the patients who applied for treatment, seven were sent to Sanatoria, three to Pulmonary Hospital for advanced cases, six to Hospitals for surgical treatment, etc., two to Observation Hospital and the remaining four cases were under Dispensary Supervision only.

In addition to the notified cases, patients are sent to the Dispensary by their doctors for examination and diagnosis. During the year 1923, thirty-eight new cases

were sent for diagnosis by the doctors, School Medical Officers, etc. The number of re-attendances of old patients at the Dispensary for supervision and arrangements for treatment, was two hundred and fifty-six.

Special enquiries are made as to the health of other inmates of the house where there are patients suffering from definite Tuberculosis, and fourteen of these contacts were examined during the year.

In supervision and visiting, special attention is paid to the open cases, i.e., cases where tubercle bacilli are present or have been found in the sputum. On the 1st January, 1923, there were thirteen such cases known to be living in the district. On the 31st December, 1923, there were fourteen positive cases living. These figures include quiescent and arrested cases.

Seven of the positive cases died during the year.

The condition as to isolation at home of the positive cases was as follows:—

Separate bedroom	17
Separate bed only	3
Unable to have separate bed	1

Nine of the positive cases were in institution for treatment or isolation at some time during the year.

Four housing defects were reported during the year, and these had been remedied by the end of the year.

Thirty-one specimens of sputum, urine, etc., from Droylsden were examined at the Ashton Laboratory during the year. Of these, nine were positive, and twenty-two were negative. These figures include re-examinations.

During the twelve months, twenty-two patients were discharged from institutions as follows:—

From Sanatoria	4
,, Pulmonary Hospitals for advanced cases	6
,, General Hospital for Treatment of Non-Pulmonary Tuberculosis	8
,, Sanatoria for Treatment of Non-Pulmonary Diseases in Children	1
,, Observation Hospital	3

The results on discharge were as follows:—

Disease quiescent or arrested	4
Improved	8
Relieved	1
Stationary	3
Died	3
Diagnosis confirmed (observation case)	1
Diagnosis not confirmed (observation cases)...	2

J. L. STEWART, M.A., M.B., D.P.H.

SUMMARY OF NURSING ARRANGEMENTS.

HOSPITALS, AND OTHER INSTITUTIONS

AVAILABLE FOR THE DISTRICT.

Professional Nursing in the Home.

The Droylsden Sick Nursing Association employs a whole-time Nurse for the visitation of the sick, but there are no arrangements in existence for the nursing of infectious diseases, e.g., measles, etc., in the home. There is no scheme of co-ordination between the Urban District Council and the Nursing Association.

Midwives.

The Council does not employ or contribute to the assistance of a midwife. There are, however, three registered midwives practising, and these are generally found to be sufficient for the requirements of the district.

Clinics and Treatment Centres.

The only Institution of this description is the Droylsden Child Welfare Centre, which, with the Tuberculosis Dispensary at Ashton-under-Lyne, is administered by the Lancashire County Council.

Hospitals Provided or Subsidised by the Local Authority.

There are no Hospitals in the district, neither is there any institutional provision for unmarried mothers, illegitimate infants, and homeless children in the district.

The Urban District Council have an arrangement with the Hyde Corporation for the retention of beds and the treatment of patients suffering from infectious diseases at the Hyde Infectious Diseases Hospital, Gee Cross, Hyde.

Under this agreement four beds are retained—1 for Small-pox and three for other infectious diseases—at a rental of £18 per bed per annum.

Ambulance Facilities.

For non-infectious, private, and accident cases, the Horse Ambulance owned by the Urban District Council is available night and day, and in the case of infectious diseases the ambulance service of the Hyde Corporation is requisitioned for the conveyance of patients to the Infectious Diseases Hospital. The Council's Ambulance was used on 45 occasions during the year.

112 premises were disinfected, after or in connection with the prevention of infectious disease, as follows:—

Scarlet Fever	51
Tuberculosis	25
Diphtheria	6
Erysipelas	3
Encephalitis Lethargica	1
Other Purposes	3
Schools	23

The method of disinfecting is by thoroughly spraying the houses and infected articles therein with Formaldehyde Vapour and supplying Izal Fluid for washing purposes.

The Steam Disinfector is situated adjacent to the Refuse Destructor.

LABORATORY WORK.

Arrangements made with the Manchester Public Health Laboratory for the examination of swabs taken from throats suspected to be diphtheritic, sputum collected from patients suspected to be tubercular, and blood collected from patients suspected to be suffering from enteric fever, by practitioners in attendance on the residents in the district, resulted in 10 bacteriological examinations being made as follows: Diphtheria 6, and Tuberculosis Sputum 4.

Under the Diphtheria Anti-Toxin Order of 1910, 112,000 units of Diphtheria Anti-Toxin were supplied to and administered by practitioners to patients residing in the district suffering from diphtheria.

No other sera or vaccines were issued.

ADOPTIVE ACTS, BYE-LAWS, Etc.,

The following Acts have been adopted by the Council:—

Title of Act.	Date Act came in force in District.
The Infectious Disease (Notification) Act, 1889	1st June, 1893
The Infectious Disease (Prevention) Act, 1890	29th Dec., 1902
The Private Street Works Act, 1892.....	26th Aug., 1901
The Public Health Acts (Amendment) Act, 1890 (Parts 2, 3, and 4)	1st Sept., 1906
The Public Health Act (Amendment) Act, 1907 (Parts 2 and 3) (certain Sections thereof), Parts 4 and 6, and Sections 95 comprised in Part 4.	17th Nov., 1913
Regulations under the Dairies, Cowsheds, and Milk-shops Order were made on July 22nd, 1902.	

Revised Bye-Laws regulating new streets and buildings, sewerage, removal of excrement and refuse, water closets, etc., were sanctioned in the year 1908 on the lines of the Board's model series.

Bye-laws regulating Slaughter Houses were sanctioned on October 16th, 1903.

Bye-laws with respect to Tents, Vans, Sheds, and similar structures used for human habitation were sanctioned on July 22nd, 1920.

SANITARY ADMINISTRATION.

Water.

The water supply is derived from the service mains of the Manchester Corporation, and there is a constant supply of water of excellent quality.

Only two houses are not supplied with water direct from the mains. These houses are situate and derive their water supply, which is of good quality, respectively as follows:—

“Uplands,” Greenside: Private well in garden.

Gartside Farm: Spring near Farm.

Scavenging.

The work of refuse removal is carried out by administration, and is performed in a satisfactory manner. Middens and ashpits are cleansed in the night-time, and the refuse from movable ashbins is collected in the day-time. Ashpits and middens are emptied from time to time as required, and dry refuse is collected weekly.

304 loads of nightsoil were removed from 495 ashpits and middens, and 2,812 loads of dry refuse were collected in the day-time, viz:—by motor, 2,010 loads, and by carts, 802 loads.

322 loads of trade refuse were delivered at the works.

The total weight of refuse collected during the year was 3,716 tons, and this was disposed of as follows:—

Deposited on Tip in Greenside Valley ...	3410½ tons.
Spread on Farm Lands	85 tons.
Incinerated in the Refuse Destructor	103½ tons.
Converted into Fertilizer	117 tons.

The average weight of domestic refuse collected was equivalent to 4 cwts. 2 qrs. 7 lbs. per head of the population per annum, and 19 cwts. 3 qrs. 2 lbs. per inhabited house per annum. The cost of the removal of all refuse was £1,113 or 6s. 10½d. per ton, as compared with £1,241 and 7s. 3d. per ton in 1922. The initial costs of motor wagons has been eliminated for the purpose of obtaining accurate comparisons of working costs.

The Refuse Destructor was closed during a very considerable period of the year, and during this time the refuse was tipped in the Greenside Valley in such a manner and position as not to lead to complaints or the creation of a nuisance.

SEWAGE DISPOSAL WORKS.

The Sewage Disposal Works are situate at Sunny Bank, at a distance of some 300 yards from a few isolated dwelling-houses and have been amply described in the previous Annual Report. No alterations were made to the Works during the year.

The closing down of the Refuse Destructor has, for a considerable period of the year, necessitated a continuance of pumping liquid sludge into lagoons in the Greenside Valley.

Towards the close of the year 1922 the effluent discharged from the Sewage Works was found to be of a very unsatisfactory character, and this was subsequently proved to be caused by chemical trade effluents entering the Council's sewers, and damaging the Sewage Disposal Works.

These trade effluents have now been considerably eliminated although the Works have greatly suffered, and every effort is being made to restore the system to its former efficiency.

The drainage of the district is on the combined system, and the sewers are so constructed that the whole of the sewage finds its way to the Sewage Disposal Works by gravitation.

With the exception of 21 houses, the whole of the dwelling-houses, mills, and workshops, in the district are connected with the main drainage system.

There is practically no pollution of streams taking place.

CLOSETS AND ASHPITS.

During the year 1923, as a result of Notices issued by the Sanitary Inspector, there were 25 privy closets converted to the water-carriage system.

The following Table shows the number of privy closets converted to the water-carriage system during recent years:—

1908.....	63	...	1913.....	281	.	1918.....	0
1909.....	54	...	1914.....	191	...	1919.....	100
1910.....	117	...	1915.....	56	...	1920.....	152
1911.....	419	...	1916.....	4	..	1921.....	61
1912.....	402	...	1917.....	1	..	1922.....	42
						1923.....	25

Total...1968

The sanitary accommodation at the whole of the factories, churches, chapels and schools, is, with two minor exceptions, now completely on the water-carriage system.

The following statement gives particulars of the closet accommodation, etc. in the district, with information as to the number of each type of closet remaining at the end of the year 1923:—

No. of Fresh W.C.'s	No. of Waste W.C.'s	No. of Pail Closets	No. of Privy Closets	No. of Middens	No. of Dry Ashpits	No. of Receptacles for Refuse	No. of Portable Receptacles for Refuse					
3783	...	37	...	16	...	21	...	31	...	101	...	3010

The work of clearing away privy-closets is proceeding as quickly as possible, and the number of these will again be reduced during the next twelve months.

SANITARY INSPECTION OF DISTRICT.

During the year inspections of premises by the Sanitary Inspector resulted in the discovery of 711 nuisances, as follows:—

Insanitary Privy Closets converted to W.C.'s	25
,, Middens and Ashpits replaced by Metal Ashtins	20
Defective Drains taken up and relaid	41
,, Yard Gullies removed	21
,, Slop-waste Pipes repaired	18
,, Downspouts renewed	9
,, Yard Surfaces relaid	25
,, Yard Walls rebuilt	11
Dilapidated Ashtins renewed	261
Choked Passage Gullies cleared	16
Passage Drains stopped	5
Yard Drains stopped	16
W.C. Drains stopped	15
Broken Soil Pipe repaired	1

Slopstone Drains stopped	3
Bakehouse Drain stopped	1
Street Grids stopped	7
Main Sewers stopped	2
Insanitary Drainage System at Farmstead	1
Cellar Drains stopped	1
Flooded Cellars	2
Flooded Passages	4
Stagnant water under house floor	1
House flooded	1
Defective Cellar Drains cut off	6
Surface Drainage Channels choked	3
Broken W.C. Pedestals replaced	7
Defective W.C. Cisterns repaired	5
W.C. without seat	1
W.C. without door	1
Range of Factory W. C.'s without doors	1
Burst Pipe in W.C.	3
Ashtin improperly used	1
Ashtin without cover	1
Broken Ashbins repaired	10
Houses without sufficient W.C.'s	2
Smells from open Manhole Covers	4
Effluvia from Pigsties	1
Insanitary Passage Surfaces	2
Accumulation of Manure	1
Accumulation of Filth	1
Insanitary Manure Pit removed	1
Broken Manhole Cover	1
House with insufficient water supply	1
Insanitary Urinal removed	1
Foul smells at School	1
Deposit of Filth in Street	1
Dead Animals removed	1
Noxious fumes from Works	1

Accumulations of Trade Refuse	5
Dangerous Shop Front	1
Overcrowding	2
Van Dwellers removed	1
Filthy and unwholesome houses cleansed	2
Animals and Fowls kept in Yards	2
Nuisance from Rats	1
Unpaved Yard Surface	1
Leaking Main Stop Tap under Floor	1
Broken Yard Door	1
Broken Slopstone replaced	1
Broken-down Range	1
Dampness from Defective Walls	11
Dry Rot	1
Broken Oven Saddles	2
Dangerous Chimney-stacks repaired	18
Defective Fireplaces	2
Dangerous House Floors	8
Broken Window Cords	3
Defective Washboilers	2
Defective Damp-proof courses renewed	2
Dampness and Raining-in from Defective Roofs	14
Defective Plaster on Walls and Ceilings	1
Defective Windows and Frames	7
Defective Roof Gutters	17
General Repairs to Houses (extensive)	19
Draughty House cured	1
Defects at Bake-houses	3
Smithy Chimney heightened	1
Defective Chimney Flashings	3
Broken and Defective Ovens replaced	6
Scarlet Fever not notified	1
Black Smoke from Chimneys	5
Total...711	<hr/>

Immediate and active steps were taken to obtain the remedy of these defects or nuisances, and for this purpose 316 Informal and 37 Statutory Notices were served upon the owners, agents, or occupiers of the respective premises.

At the end of 1923 there remained 36 Informal and 9 Statutory Notices not complied with, the majority being Notices served during the latter part of the year.

Proceedings were instituted in one case before a Court of Summary Jurisdiction to obtain the abatement of a nuisance.

PRIVATE STREET WORKS.

The U.D. Council are proceeding with their policy of requiring the paving, etc., of private streets and passages, and considerable progress has been made with the work during the year.

HOME OFFICE FORM 572.

It is understood that the Home Office do not propose to issue the Table (Form 572) relating to the administration of the Factory and Workshop Act, 1901. I have therefore, to report, under Section 132 of the Act that the following measures have been taken during the year:—

Bake-house with defective open drainage channel, defective roof and defective eaves, and dangerous walls. Piped drain provided, and roof made good. Walls rebuilt.

Bake-house with blocked drains. Obstruction removed from drains.

Cotton Mill with unscreened urinal and without doors to W.C.'s. Screen and doors provided.

Knitted-costume Works with broken soil pipe. Drain reconstructed and new soil pipe fixed.

Offensive fumes from one Works within the District and one Works outside the District. Warnings sent and further investigations made by H. M. Inspector of Factories, and the Manchester Corporation Health Department.

Retail food shops with accumulations of refuse. Arrangements made for the U. D. Council to remove all Trade Refuse.

Food shop with dangerous front wall. Wall Repaired.

Dairy and stables with insanitary midden-stead. Manure pit removed and the ground levelled.

Town's Yard with defective W.C. New fittings provided.

Hotel stables with accumulation of manure. Manure now removed regularly.

Smithy with insufficient chimney for smoke and fumes. New chimney erected.

Farmstead with defective drainage system. New drains laid.

Engineering Works with stopped drains. Obstructions removed.

FOOD.

There are in the district, 27 Bake-houses, 8 Registered Slaughter-houses, 51 Dairymen or Purveyors of Milk and 12 Cowkeepers.

The whole of these premises are regularly inspected, and are usually found to be well-kept, cleanly, and in satisfactory condition.

No occasion has arisen for disinfection or disinfestation of any of these premises.

No special local arrangements are in force for ascertaining the wholesomeness of the milk produced within or imported into the district, but samples of this food are taken for analysis by the Inspectors of the Lancashire County Council, which is the Local Authority under the Sale of Food and Drugs Acts.

Samples of milk for the purpose of detecting adulteration are also frequently taken from milk retailers by the police.

The services of a Veterinary Surgeon are called in with respect to suspected Tuberculosis of Dairy Cows, when and as required.

The Offensive Trades consist of one Tripe Boiler, one Rag and Bone Dealer, and 14 Fish Fryers, and no complaints have been received with respect to any of these.

The Council have not instituted any proceedings with a view to smoke abatement, but certain firms have been warned during the year and the police have taken action against residents through the chimneys of their dwelling-houses being on fire. 146 observations of smoke from factory, etc. chimneys were made.

PUBLIC HEALTH STAFF.

The Public Health Officers of the Council during the year of 1923 were:—Dr. F. G. Pell-Ilderton, M.B., Medical Officer of Health, and Mr. Frank Schofield, A.R. San. I., Sanitary Inspector and Superintendent of the Removal of Refuse.

The appointment of Medical Officer of Health is a part-time one. One-half of the salaries of both the Medical Officer of Health and the Sanitary Inspector is paid to the U.D. Council by the County Council, under arrangement with the Ministry of Health.

HOUSING.

No. of New Houses erected during the year—

(a) By private enterprise	0
(b) As part of Municipal Housing Scheme	16

No. of Houses in course of erection under Council's

Building Scheme	0
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Unfit Dwelling Houses.

Inspection.—(1) Total No. of dwelling-houses inspected for housing defects (under Public Health or Housing Acts)

446

(2) No. of Dwelling-houses which were inspected under the Housing (Inspection of District) Regulations, 1910

3

Have the particulars of these inspections been fully recorded, as specified in the Regulations?.... Yes

(3) No. of Dwelling-houses found to be in a state so dangerous or injurious to health as to be unfit for human habitation

0

(4) No. of Dwelling-houses (exclusive of those referred to under (3) found not to be in all respects reasonably fit for human habitation

14

Remedy of Defects without Service of Formal Notices.

No. of defective Dwelling-houses rendered fit in consequence of informal action by the Local Authority or their Officers

99

Action under Statutory Powers.

A.—Proceedings under Section 28 of the Housing, Town Planning, etc., Act, 1919—	
(1) No. of Dwelling-houses in respect of which Notices were served requiring repairs	14
(2) No. of Dwelling-houses which were rendered fit:	
(a) By owners	14
(b) By Local Authority in default of owners....	0
(3) No. of Dwelling-houses in respect of which Closing Orders became operative in pursuance of declarations by owners of intention to close	0
B.—Proceedings under Public Health Acts—	
(1) No. of Dwelling-houses in respect of which Notices were served requiring defects to be remedied	23
(2) No. of Dwelling-houses in which defects were remedied—	
(a) By owners	23
(b) By Local Authority in default of owner....	0
C.—Proceedings under Section 17 and 18 of the Housing, Town Planning, etc., Act, 1909—	
(1) No. of representations made with a view to the making of Closing Orders.....	0
(2) No. of Dwelling-houses in respect of which Closing Orders were made.....	0
(3) No. of Dwelling-houses in respect of which Closing Orders were determined, the dwelling-houses having been rendered fit	0
(4) No. of Dwelling-houses in respect of which Demolition Orders were made	5
(5) No. of Dwelling-houses demolished in pursuance of Demolition Orders	1

A separate Report on the shortage of Dwelling-houses in the District has been prepared by the Sanitary Inspector, and in view of the importance of the conclusions arrived at, and the opinions expressed, a copy of the Report is appended.

I am,

Gentlemen,

Your obedient Servant,

KINLOCH FALCONER M.D., D.P.H.,

Medical Officer of Health.

DROYLSDEN URBAN DISTRICT COUNCIL.

Copy Report of Mr. Frank Schofield, A.R. San.I., Sanitary Inspector on the Shortage of Dwelling-houses in the Urban District of Droylsden.

Council Offices,
Droylsden,
September, 1923.

HOUSING SURVEY.

The Chairman and Members of the Urban District
Council of Droylsden.

Gentlemen,

In view of the difficulty of obtaining dwelling-houses in the Urban District of Droylsden, there has appeared to be reasonable grounds for supposing that a considerable shortage of houses to a greater or larger extent has existed in the district for a very considerable time.

To meet this deficiency of houses, the Council in 1920 commenced a scheme for the erection of houses, and since that time have completed 70 houses on the Cemetery Road Site, and 7 in Baguley Street, Droylsden, a total of 77, and those houses are now tenanted.

The original intention of the Council was to erect a much larger number of houses than these, approximately 227 in all, but principally owing to the high cost of houses, the Ministry of Health some time ago, ordered the cessation of building under their subsidised schemes, with the result that the original scheme had to be abandoned.

With one or two minor exceptions there are no other dwelling-houses being erected in the district, and the deficiency of houses will probably continue unless a further scheme of house building is originated by the Council.

In order that the Council should know exactly to what extent the shortage of houses exists, I have at the request of the Housing Committee carried out a housing survey of the district, and now have pleasure in reporting the result of my investigations.

The survey took place during July and August this year, and a careful attempt has been made to arrive at an accurate estimate of the **MINIMUM** number of houses which are urgently required to meet the normal requirements of (a) the present resident population of Droylsden, and of (b) those who at the moment are living outside the district but who appear to have sufficient reasons for returning.

The Survey revealed about 18 empty houses, but those were all taken. There was not a single house to let in the town, no one could obtain a house, not a family could move from its present dwelling to any other house either larger or smaller. Many cases of gross overcrowding were revealed and an exceptionally large number of separate families living in lodgings or rooms who

desired a separate house were found, and generally there appeared to be necessity for a very careful examination of the housing conditions throughout the district. It occurred to me that the result of my investigations might be used as a basis of any future scheme for the erection of houses inaugurated by the Council, and I considered it important that, in putting forward an estimate of the number of houses required, reliable figures supported by authentic and first-hand information should be produced and guess-work entirely eliminated. The importance of accuracy in this respect is emphasised by the fact that an under-estimate of the number of houses required would leave the question of shortage unsolved to an unknown degree, whilst, on the other hand, any number of houses built as the result of an over-estimate would not only leave an unnecessary surplus of houses, but that each surplus house so built would involve an unnecessary expense of some £400 to £500 per house.

The method of obtaining the information was as follows:—

The tenant of each house in the district was given a preliminary visit, and simple enquiries as to the housing conditions at each house were made. The following particulars were ascertained, and entered in a book:—

Address.

Number of Bedrooms.

Total number of occupants.

Number of separate families (if any).

Number of lodgers (if any).

Anyone requiring a house.

In all, some 3,200 houses were visited, and from the simple particulars obtained it became evident there was a *prima-facie* case for the provision of a large number of new dwelling-houses in the district.

The causes of the shortage appeared to be:—(a) overcrowding of large families in small houses, (b) separate families living in lodgings or rooms, (c) houses without sufficient bedrooms for the separation of adolescents of opposite sexes, (d) people with industrial qualifications working in Droylsden, but living at a distance, (e) Droylsden people who are at present having to live outside the district, and (f) other miscellaneous reasons.

The three worst cases of overcrowding were found at 23, Princess Street, 7, Durham Street, and 26, Angola Street, where there are two large families at each house. The two former cases have arisen from the demolition of dangerous houses in King Street, and in each instance the dispossessed families have had to go into lodgings, having failed utterly, up to the moment, to procure vacant houses. At 23, Princess Street, there are 16 persons in the house, nine sleeping in one bedroom and seven in the other; whilst at 7, Durham Street, there are 18 persons, six sleeping in the front bedroom, six in the back bedroom, four in the kitchen, and two young women having to sleep at another house. At 26, Angola Street, the number of occupants is 16, of which six sleep in the front bedroom and ten in the back.

Wherever there appeared to be any necessity for new houses, further visits were paid to the insufficient houses and information in greater detail than that previously acquired and mostly of a confidential nature was obtained, to enable the claims of applicants for houses to be further examined, assessed, and classified.

This further information, which was entered on separate forms, included the following particulars:—

Address.

Number of living-rooms.

Number of bedrooms.

The name, age, sex, relationship and bedroom occupied by each member of (a) tenant's family (b) any separate family or families living in the same house, and of (c) any lodgers in the house.

Name of person requiring a new house.

Full reasons for wanting a new house, and,

Any further remarks necessary.

The second and subsequent visits to the houses proved that, in a large number of cases, the original applications for new houses could not be properly substantiated by genuine claims, and arose generally from nothing but a desire to move, or some trivial reason.

All approved applications were classified under appropriate headings, and schedules of these have been prepared and filed for future reference.

It will be readily understood that if the result of my investigations could be strictly confined to the requirements of the present resident population of the district, it would be a simple matter to produce a perfectly accurate estimate of the number of houses actually required, but so long as there are other Authorities who do little or nothing towards providing the additional houses for the residents of their Districts, so long will there be an influx of non-residents into the smaller houses vacated from time to time by Droylsden residents who became privileged to occupy one of the municipal houses in this district. For instance, the survey shows that there are 23 houses so overcrowded as to be too small for the families at present occupying them. This means that 23 new houses each with 3 or 4 bedrooms, are required to properly accommodate these families, who would, when a sufficient number of suitable new houses were built automatically move up into them, and leave the vacated houses available for smaller sized families who are at present living in lodgings or temporary apartments, and who require separate homes of their own.

If however, the empty houses are absorbed by people from other Districts, the position so far as it affects Droylsden, will be in no way relieved.

In forming an estimate of the actual number of new houses required in the district, many complications present themselves, and the information obtained has had to be dissected most carefully, as any figure given would only be of use when divided into

the different classes and sizes of houses required for the use of the respective sizes of families. The size of a family does not always govern the size of the new house which is required, it being obvious that sometimes a smaller-sized family would require a house with more bedrooms than would a similar sized or even larger sized family. A typical instance is where a father, mother, son aged 21, and daughter aged 22, are occupying a house with only two bedrooms. This would certainly be regarded as undesirable and the family allocated to a new house with at least three bedrooms. On the other hand, the same house would, in the ordinary way, be quite large enough and suitable for a married couple with two young children. Thus, in deciding upon the number of bedrooms required in the new house, the question has had to be examined from the standpoint of age, sex, and relationship of the various members of the household.

One of the things revealed by the Survey is the large number of combined houses and shops which, though possessing good living accommodation, are not now used for dwelling purposes, having been devoted solely to business purposes, such as lock-up shops, banks, offices, workshops, etc. Many of these premises had previously been regarded as being used for habitation, and must now be classed in the category of uninhabited premises. The closing of the dwelling portion of these premises has undoubtedly added in some measure to the present congestion.

Several houses with only one bedroom have been discovered, and after having made provision for the families occupying them to have larger houses, no account has been taken of any further availability of such existing one-bedroom houses, and any possibility of them again being occupied has been ignored in making the final calculation, although it is more than possible that such houses would be re-tenanted immediately they became empty.

It is not known that there are any very seriously defective houses which are unfit for habitation beyond those which have recently been closed, and with one exception, no provision has therefore been made in my estimate for any new houses to replace existing ones.

Attention must be called to the exceptionally large number of small-sized families occupying rooms or living in lodgings. Out of a total number of 110 separate families occupying lodgings, there are:—

	families
Families of man and wife only	31
Man, wife, and one child of 5 years of age and under...	34
Man, wife and two children of 5 years of age and under	19
One parent and one child	2
One parent and two children	2
	<hr/>
Total.....	88
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The prevailing lack of houses and the difficulty of finding separate homes has forced all these people into rooms or lodgings, and it is lamentable to find that no less than 81 of these separate

families are joining with other families in houses with only two bedrooms each. To those who enjoy the privacy of their own homes it would be difficult to describe the wretched conditions and discomfort under which some of those people are living. They have had to take any accommodation which offered itself, and their great desire, and it is a hope which some of them in their despair feel can never be realised, is to have "a little home of their own to do just as they like," where simple domestic life and mutual confidences can be indulged in without interruption or interference.

Most of these families are probably the result of post-war marriages, and it is to be feared that the limitation of the size of the family, and in some cases, to the absence of offspring, may be put down to the unsatisfactory conditions under which the families have to live and the difficulty of providing proper facilities and accommodation for the rearing of children. The falling birth-rate may, in part, be attributed to this cause.

These small families have no need for large houses, nor do they desire them. Indeed, the provision of a smaller type house with living-room, scullery, two bedrooms and bath would meet the requirements of these smaller-sized families for many years. Two bedrooms are all that these people need, and I see no necessity for houses of the three-bedroom type for small families. The cost of three-bedroomed houses must necessarily be greatly in excess of the two-bedroom type, demanding a much greater rent, which it would seem folly to extort from people who can ill afford it and who have no need for the extra accommodation for which they would have to pay.

The Census of 1921 for the County of Lancaster reveals that in this County there is a greater tendency than elsewhere for families to occupy separate dwellings, rather than, as is especially marked in the London area, more than one family occupying the same building. This is very noticeable in Droylsden, where by far the greater number of this one-family one-house section occupy houses of two bedrooms, indicating very significantly the type of dwelling most economically suited to local requirements.

Another reason against small families occupying unnecessarily large houses is the inducement to take in lodgers or let off rooms to other families, resulting often in overcrowding and perpetuating the system of two-families-per-house, experiences of which the Council frequently meet with on their own new housing estate.

The most pressing need of the day is undoubtedly the immediate provision of a sufficient number of two-bedroom houses, at economical rents, and, to produce those houses at a rental which the average tenant to-day can afford to pay, will, it seems essential, mean a very considerable reduction in the cost of the erection of the houses. No one wishes to lower the excellent standard of house which the Council has already set, but it would appear that if further houses are to be erected by the Council they must be produced at such a figure as will command an economic rent. Something in the initial cost of the houses must go, somewhere, whether it be the abandonment of the present elaborate

semi-detached type of house, the substitution of houses of the group type, an extension of the number of houses per acre, or whatever other method of cheapening, but it is obvious that the cost, and to some extent the size of the house ought as far as possible, to be governed by the needs of the people who will afterwards occupy it, and by the rent which it will command. It has to be recognised that the cost of building operations to-day is highly inflated above pre-war rates, and that some form of subsidy from the public exchequer to assist in the erection of houses can still be found, but I am sure the Council will not embark upon any scheme for the erection of houses with more bedrooms than are needed by the tenants, and for which, in any event, many of our average working men cannot afford to pay the inflated rent.

The wage of the ordinary fully-employed labourer working for the Urban District Council is £2 5s. 6d. per week, from which are deducted sums of 5d. and 9d. for National Health Insurance and Unemployment Insurance respectively, leaving his nett wage £2 4s. 4d. If he goes into one of the houses recently erected by the Council he is called upon to pay sums of 9s. 6d. and 6s. per week for rent and rates respectively, leaving him with a nett sum of 28s. 10d. for the sustenance of himself and family. In other words, the rent and rates alone absorb no less than 35 per cent. of his weekly wage, hence the necessity for the provision of less costly houses, which can be let at lower rents.

True, the small families of the present day may be expected to increase in number as time goes on, and eventually require larger houses, but, as that time is not yet, I wish to make it quite clear that this report is confined solely to the housing problem as I find it existing to-day, and that my estimated number of new houses required will only serve to extricate the population of the District from its present congestion.

If the principle of providing houses of a size no larger than is reasonably necessary should be adopted, then the survey reveals that the actual minimum number and types of houses required to meet the shortage are as follows, viz:—

(a) To relieve overcrowding of large-sized families living in small houses:—

2-bedroom houses	1
3-bedroom houses	18
4-bedroom houses	12
	—
Total.....	31
	—

(b) For separate families now occupying rooms or living in lodgings:—

2-bedroom houses	89
3-bedroom houses	23
4-bedroom houses	5
	—
Total.....	117
	—

(c) For families requiring houses with additional bedrooms for the separation of adolescents of different sexes:—

2-bedroom houses	1
3-bedroom houses	6
4-bedroom houses	3
	—
Total.....	10
	—

(d) For Droylsden people now living under unsuitable conditions outside the District owing to scarcity of houses within the District:—

2-bedroom houses	19
3-bedroom houses	3
4-bedroom houses	1
	—
Total.....	23
	—

(e) For people working in Droylsden in permanent situations, but living at a considerable distance:—

2-bedroom houses	Total.....	7
		—

(f) For family at present living in a house too large for present requirements:—

3-bedroom house	Total.....	1
		—

(g) For family renting furnished house:—

2-bedroom house	Total.....	1
		—

(h) For family living in condemned house:—

2-bedroom house	Total.....	1
		—

(i) For family under notice to quit (house sold):—

3-bedroom house	Total.....	1
		—

(j) For persons waiting to be married:—

2-bedroom houses	Total.....	2
		—

Taking a summary of the above it will be seen that the total number of houses required is as follows:—

2-bedroom houses	121
3-bedroom houses	52
4-bedroom houses	21
	—
Total.....	194
	—

but it must be remembered, as has been previously stated, that the removal of the larger-sized families from their present small houses should leave the latter vacant and available for small families who are at present living in lodgings, etc. The number of houses to be vacated would be:—

(a) To relieve overcrowding.

1-bedroom houses	3
2-bedroom houses	27
3-bedroom house	1
	—
Total.....	31
	—

(b) By separate families in rooms:—

2-bedroom houses	Total.....	5
		—

(c) By families with adolescents of separate sexes:—

2-bedroom houses	8
3-bedroom house	1
	—
Total.....	9
	—

(d) Present house too large:—

6-bedroom house	Total.....	1
		—
		—

(e) Furnished house:—

2-bedroom house	Total.....	1
		—
		—

Thus, the total number of houses to be vacated would be:—

1-bedroom houses	3
2-bedroom houses	41
3-bedroom houses	2
6-bedroom house	1
	—
Total.....	47
	—

and, if it were possible to effect a perfect interchange of houses, the whole of these 47 vacated houses would become available for 47 families now requiring new houses. Remembering that the Council has no power over the letting of privately-owned houses it can only be expected that whenever houses fall vacant, advantage will ordinarily be taken by the house-owners to select tenants of their own choice, irrespective of the object sought by the Council in building new houses for the former tenants. Still it is to be hoped, notwithstanding this disappointing feature of municipal housing schemes, that many small-sized families who are now requiring houses will find their way into some of the vacated premises, and I suggest that a reasonable allowance under this head would be:—

2-bedroom houses	20
3-bedroom house	1
	—
Total.....	21
	—

By deducting these figures from the former it will be found that the minimum total number of new houses now required is brought down to:—

2-bedroom houses	101
3-bedroom houses	51
4-bedroom houses	21
	—
Total.....	173
	—

The contemplated extension of local industrial works in the near future must also necessitate the provision of additional houses for the increased number of employees, but, of course, it will not be requisite to provide houses for all the extra hands engaged. New works may reasonably be expected to absorb the bulk of their new labour as far as possible, from the present unemployed residents of the District who are already properly housed, and it is probable that only specially skilled and experienced workers in the particular industry will be brought into the town. The number of the latter may not be many and provision for these on a minor scale only need be made. I think, after looking over the schemes for industrial development so far submitted to the Council, that it would be sufficient to provide, say, ten each of the two-bedroom and three-bedroom types of houses to meet this contingency.

Thus, the nett total minimum number of houses which should be provided to meet the present and immediate shortage is 193, as follows:—

Houses of the two-bedroom type	111
Houses of the three-bedroom type	61
Houses of the four-bedroom type	21
	—
Total.....	193
	—

In conclusion, it will be seen that the council is now confronted with the task of devising a scheme for the provision of 193 dwelling-houses of the various types set out, and in considering the question, have three alternative methods of proceeding with the work, viz:—

- (a) By administration.
- (b) By contract, and
- (c) By encouraging private enterprise.

but, whatever system may be finally adopted, it must be emphasised that a most urgent and real necessity exists for the very early erection of the houses.

I am, Gentlemen,

Your obedient Servant,

FRANK SCHOFIELD, A.R. San. I.,

Sanitary Inspector.

